DOCUMENT RESUME

ED 426 996 SP 038 295

TITLE	Teaching to Higher Standards: New York's Commitment.
INSTITUTION	State Univ. of New York, Albany. Office of the Regents.; New York State Education Dept., Albany.
PUB DATE	1998-07-00
NOTE	48p.; Photographs and charts may not reproduce well.
AVAILABLE FROM	Publications Sales Desk, Room 309, Education Building, Albany, NY 12234; Web site: www.nysed.gov
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	Academic Achievement; Educational Environment; *Educational Quality; Elementary Secondary Education; Inservice Teacher Education; Knowledge Base for Teaching; Preservice Teacher Education; Public Education; *State Standards; Teacher Certification; Teacher Competencies; Teacher Improvement; Teacher Qualifications; Teacher Recruitment
IDENTIFIERS	New York; Teacher Knowledge

ABSTRACT

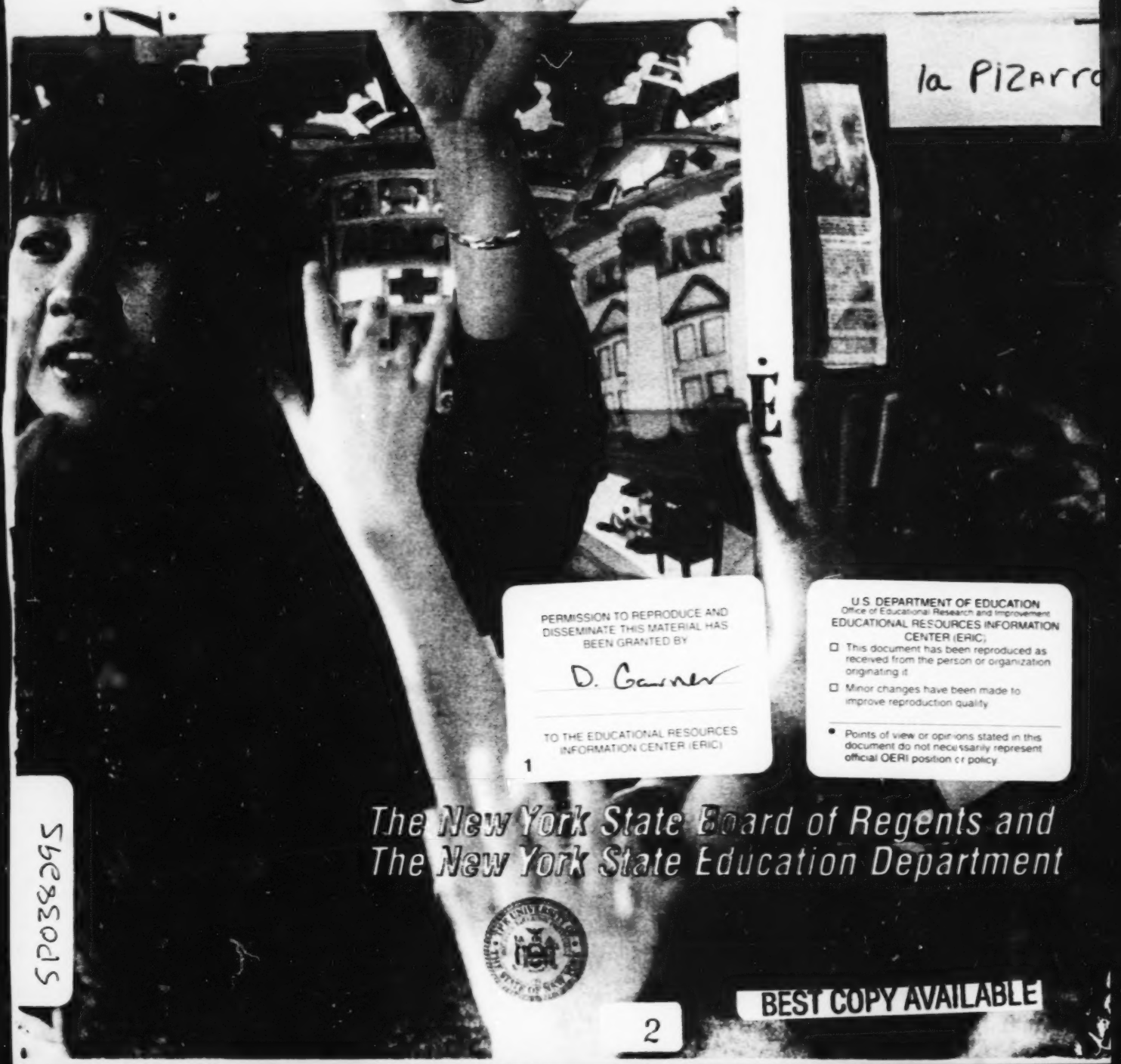
This report culminates a 2-year effort of the Regents Task Force on Teaching. During the 2 years, the Task Force met many times, conducted eight public forums around the state, conferred with various constituents and public officials, consulted with national experts, and surveyed the literature and experiences of other states. This report presents recommendations for action designed to fill four gaps between the current state and the goal of an educational system with caring and competent teachers who guide their students to mastery of the knowledge and skills needed for productive and fulfilling lives. The gaps are: (1) New York does not attract and keep enough of the best teachers where they are needed most; (2) not enough teachers leave college prepared to ensure that New York's students reach higher standards; (3) not enough teachers maintain the knowledge and skills needed to teach to high standards throughout their careers; and (4) many school environments actively work against effective teaching and learning. Proposed solutions to each problem are presented. The three appendixes present selected temporary licenses issued versus initial certificates issued, standards for teacher education institutions, and a timeline. (SM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 426 996

New York's Commitment

Teaching to Higher Standards



PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

D. Gardner

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

The New York State Board of Regents and
The New York State Education Department

SP038095

BEST COPY AVAILABLE

Photos by Ellen B. Senisi

New York's Commitment

Teaching to Higher Standards

The New York State Board of Regents and The New York State Education Department
Albany, New York 12234
www.nysed.gov

July 1998

THE UNIVERSITY OF THE STATE OF NEW YORK
Regents of The University

CARL T. HAYDEN, *Chancellor*, A.B., J.D.	Elmira
DIANE O'NEILL MCGIVERN, *Vice Chancellor*, B.S.N., M.A., Ph.D.	Staten Island
J. EDWARD MEYER, B.A., LL.B.	Chappaqua
R. CARLOS CARBALLADA, *Chancellor Emeritus*, B.S.	Rochester
ADELAIDE L. SANFORD, B.A., M.A., P.D.	Hollis
SAUL B. COHEN, B.A., M.A., Ph.D.	New Rochelle
JAMES C. DAWSON, A.A., B.A., M.S., Ph.D.	Peru
ROBERT M. BENNETT, B.A., M.S.	Tonawanda
ROBERT M. JOHNSON, B.S., J.D.	Lloyd Harbor
PETER M. PRYOR, B.A., LL.B., J.D., LL.D.	Albany
ANTHONY S. BOTTAR, B.A., J.D.	Syracuse
MERRYL H. TISCH, B.A., M.A.	New York
HAROLD O. LEVY, B.S., M.A. (Oxon.), J.D.	New York
ENA L. FARLEY, B.A., M.A., Ph.D.	Brockport
GERALDINE D. CHAPEY, B.A., M.A., Ed.D.	Belle Harbor
RICARDO E. OQUENDO, B.A., J.D.	Bronx

President of The University and Commissioner of Education
RICHARD P. MILLS

Chief Operating Officer
RICHARD H. CATE

Associate Commissioner for Planning and Policy Development
THOMAS E. SHELDON

Deputy Commissioner of the Office of Higher Education
GERALD W. PATTON

The State Education Department does not discriminate on the basis of age, color, religion, creed, disability, marital status, veteran status, national origin, race, gender, genetic predisposition or carrier status, or sexual orientation in its educational programs, services and activities. Portions of this publication can be made available in a variety of formats, including braille, large print or audio tape, upon request. Inquiries concerning this policy of nondiscrimination should be directed to the Department's Office for Diversity, Ethics, and Access, Room 152, Education Building, Albany, NY 12234. **Requests for additional copies of this publication may be made by contacting the Publications Sales Desk, Room 309, Education Building, Albany, NY 12234.**

Foreword

This report, "Teaching to Higher Standards: New York's Commitment," culminates the two-year effort of the Regents Task Force on Teaching which was ably chaired by Vice Chancellor Diane O'Neill McGivern and Regent Robert M. Johnson. During those two years, the Task Force met more than two dozen times; conducted eight public forums around the State; conferred extensively with a wide variety of constituents and public officials; consulted with national experts; and surveyed the literature and experiences in other states. Throughout, the Task Force was supported skillfully by at least 48 members of State Education Department staff.

The heart and soul of this report are the recommendations for action that are proposed to fill four key gaps between the current state and our goal of an educational system with caring and competent teachers who guide their students to mastery of the knowledge and skills needed for productive and fulfilling lives.

When the Board of Regents unanimously approved the report on July 16, 1998, they embraced a far-reaching set of reforms that will change forever what occurs in our schools and teacher-preparing colleges and universities. Nothing less will do if our children and grandchildren are to meet the high standards we have set for them.

Carl T. Hayden
Chancellor, New York State Board of Regents

Richard P. Mills
President of the University of the State of New York and Commissioner of Education

Regents Task Force on Teaching

Vice Chancellor Diane O'Neill McGivern, Co-Chair

Regent Robert M. Johnson, Co-Chair

Vice Chancellor Louise P. Matteoni, Ex-Officio (Emerita)

Regent Jorge L. Batista (Emeritus)

Regent Saul B. Cohen

Regent Peter M. Pryor

Regent Adelaide L. Sanford

Regent Merryl H. Tisch

Staff Coordinator, Doris T. Garner

Table of Contents

		Page
I.	Introduction	1
	GAP 1: New York does not attract and keep enough of the best teachers where they are needed most.	
II.	Proposed Solution to Close Gap 1	4
	Attracting and Keeping the Best Teachers	5
	GAP 2: Not enough teachers leave college prepared to ensure that New York's students reach higher standards.	
III.	Proposed Solutions to Close Gap 2	10
	i. Teacher Standards	11
	ii. New Teacher Certification System	12
	iii. New Certificates for Classroom Teachers	15
	iv. Standards for Teacher Education Programs	18
	v. Professional Standards and Practices Board	21
	GAP 3: Not enough teachers maintain the knowledge and skills needed to teach to high standards throughout their careers.	
IV.	Proposed Solutions to Close Gap 3	23
	i. Ensuring Continuing Competence	24
	ii. Improving Local Accountability	27
	GAP 4: Many school environments actively work against effective teaching and learning.	
V.	Proposed Solution to Close Gap 4	30
	Improving the School Environment	31
VI.	Evaluation Plan	33
VII	Appendices	
	i Appendix A - Selected Temporary Licenses Issued Versus Initial Certificates Issued	34
	ii. Appendix B - Standards for Teacher Education Institutions	35
	iii. Appendix C - Timeline	37

Spider
SALT HANDS

Introduction

Teaching to Higher Standards

In 1996 New York began a sweeping reform of elementary, middle and secondary education. No less dramatic reform is needed in teaching – in the way we recruit, prepare, certify, and continue to educate teachers.

High standards must drive this reform. We are requiring higher standards of learning from students and from schools. Now we must require higher standards from teachers and from all those who prepare and support them.

To set higher standards of learning, New York adopted stronger graduation requirements for students, more rigorous tests, and annual School Report Cards. To ensure that students achieve those standards, we must also dedicate ourselves to building educational capacity where it counts the most – in the classroom, starting at the front of the classroom. The importance of good teaching cannot be overstated. Efforts to establish higher learning standards will only work if they are embraced by committed professionals who are ready and willing to help students meet the standards.

A majority of teachers already meets those qualifications. Virtually all adults can remember teachers who enhanced their love of learning or taught them crucial skills and interests that they continue to use. But the system that produces and evaluates teachers is not adequate to ensure that all teachers reach higher standards of excellence. And that must be our goal. New York has a unique opportunity to take new steps that will enable us to meet this goal. Within the next decade, more than half of all public school teachers will become eligible to retire. Within the next two decades, about 70 percent will retire. We can improve the system to attract, prepare, approve, support, and keep the best teachers – if we act now.

What Are We Looking For?

Teachers have a greater influence on students than anyone else outside of their families. We must create an educational system in which caring and competent professionals enable all of our students to master the knowledge and skills they will need to be successful in the next century.

To achieve this goal, we must create a system of teaching and teacher preparation that ensures:

- All public school students have appropriately certified teachers who have met the high standards of rigorous teacher education programs.
- All teacher education programs produce high quality teacher candidates.
- The teaching force reflects the State's diversity.
- Programs are in place to ensure that hard-to-staff areas have access to highly qualified teachers.
- All teachers regularly participate in professional development linked to the learning needs of their students.
- Poorly performing teachers are given opportunities and assistance to improve their teaching, and, where unsuccessful, are removed from the classroom in a timely manner.
- All schools have educational leaders prepared to meet the challenges of school improvement.
- The state of teaching and teacher education is continually reviewed by all stakeholders; needed changes are made in a timely manner.

Opportunity for change

■ In the next 10 years, 50% of the teaching workforce will be eligible for retirement.

Uneven Student Performance:

- **1997, only 23% of graduates from high-need districts received Regents diplomas**
  —compared to 53% in the rest of the State.
- **1997, only 74% of third-grade students from high-need districts scored above the statewide reference point in reading**
  —compared to 95% in the rest of the State.

Closing the Gaps

New York has a lot of work to do to achieve this ideal. Right now, many students, especially those most in need of extra help, do not learn to their full potential. The School Report Cards for 1998 do show significant gains in reading, mathematics, and other subjects. But just over half as many students in high-poverty, high-minority schools pass Regents Exams and perform well on other State tests as do students in the rest of the State. This astonishing disparity has many causes. Some of them relate to teaching and stem from several critical gaps in New York State education.

Gap 1: New York does not attract and keep enough of the best teachers where they are needed most.

The students who perform most poorly are in schools with the least experienced teachers and the most teachers with temporary licenses, with the lowest teacher salaries and the highest teacher turnover. These schools typically attract less qualified teachers because they are also the schools that spend less money than others. One significant barometer: teacher salaries in the high-need schools are 17 percent lower than in the rest of the State.

In addition, the teaching force is not diverse enough. Minority teachers serve as role models for **all** students, and often bring critical understandings and perspectives to the classroom. Forty-four percent of the State's public school children are minorities, but only 15 percent of the teachers are minorities. And few teachers are required through their college courses to understand how to meet the needs of students from diverse backgrounds.

Furthermore, teacher education programs in such critical areas as mathematics, the sciences, special education, English as a second language, and bilingual education are producing too few qualified graduates to meet the need in all areas of the State.*

Gap 2: Not enough teachers leave college prepared to ensure that New York's students reach higher standards.

Statewide, one-sixth of would-be teachers fail one or more of the State's certification exams. Almost one-third of candidates taking the exams in New York City fail. The quality of teacher training varies greatly. As few as 30 percent – and as many as 100 percent – of the graduates of some colleges pass the certification exams.

Gap 3: Not enough teachers maintain the knowledge and skills needed to teach to high standards throughout their careers.

Continuing professional development is frequently inadequate and not focused on student needs. Recent surveys show that some teachers get as many as 30 hours per year related to high standards of learning, but many others get inconsequential amounts or none.

Gap 4: Many school environments actively work against effective teaching and learning.

The schools with the highest needs usually have the fewest resources to solve those needs. The students most at risk try to learn in classrooms that are overcrowded, in poor condition, and equipped with outdated textbooks. Most schools in high-need districts, for example, are over 50 years old and require significant repair or replacement.

These gaps, although reviewed separately here, are all related. Minorities are seriously underrepresented in the teaching profession. In addition, the teaching profession does not attract and keep enough of the best and brightest where they are needed most, because of lower salaries and poor working conditions. A significant number of those who do become teachers are

* See Appendix A for comparison of temporary licenses issued versus initial certificates issued. This comparison identifies two important issues. For some certificate titles, too few graduates are available to meet local need and, in other cases, the graduates are not located in the high-need areas.

not well enough prepared and do not get enough continuing professional development. Teachers too often work in decaying schools that are crowded and have the least adequate books and technology. The result: too many students do not get the extra help they need to overcome poverty and learn to their full potential.

Taking Action Now

What should New York do to reform the teaching profession and help close these gaps? We must take prompt action in seven major areas:

- **Adopt clear, rigorous standards for teachers.**

  Teachers must demonstrate the knowledge, skills, and understanding required to teach to the higher student learning standards adopted by the Board of Regents and must meet new, more rigorous rules for certification.

- **Recruit and keep the best teachers where they are needed the most.**

  A State-funded recruiting package of financial, educational, workplace and other incentives will attract and keep the best talent in hard-to-staff school districts and subject areas.

- **Enforce high standards for teacher education programs.**

  All teacher education programs must meet more demanding standards, including rigorous accreditation, and be held accountable for meeting those standards.

- **Require school districts to develop a plan to provide substantial professional development for all teachers. Require all new teachers to maintain their teaching certificates in good standing by periodically demonstrating continuing competence through professional development.**

  School districts must provide all teachers with enough professional development to ensure they meet the needs of their students. All new teachers must maintain their teaching certificates in good standing every five years by demonstrating they have completed ongoing professional development that meets the needs of their students.

- **Increase accountability for the quality of teaching in local schools.**

  The State will establish more rigorous criteria and training that school administrators must use to evaluate teachers, require teachers who are rated unsatisfactory to undertake an improvement plan, and report the results of teacher evaluations in the School Report Card.

- **Maintain high standards and accountability through a "Professional Standards and Practices Board."**

  The Board of Regents will appoint a board of outstanding educators and public representatives to help achieve high standards in resolving all critical issues, including mentoring, professional development, certification requirements, and accreditation of teacher education programs.

- **Advocate more funding for high-need schools.**

1996-97
Uneven teacher availability:

- **21,500 teaching/pupil personnel certificates were issued, but only 5,900 newly certified teachers were hired.**
- **11% of NYC teachers are NOT certified in the areas they teach. 4.5% statewide.**
- **12% of teachers in schools with high percentage of minority students are NOT certified, 5.4% in schools having low percentage of minorities.**

Making schools better places in which to learn requires a commitment to increase and target funding effectively. The State needs to focus new money where it matters most, in the highest-need schools: to repair or replace decaying classrooms, buy more books and other learning tools, and raise standards and achievement in the classroom. Various proposals by the Regents and others will help solve these problems. The need to act is urgent.

This call to action must not be viewed as disparaging the teachers in our classrooms. Most of them are dedicated and able individuals who have chosen this profession for the best of reasons. Far-reaching change is required because the expectations, standards and challenges for teachers are growing dramatically. We must respond with efforts that enable current teachers to enjoy success and new teachers to enter the profession with all necessary skills and sensitivities.

Proposed Solution to Close **Gap 1**

New York does not attract and keep enough of the best teachers where they are needed most.

Solution

Attracting and Keeping the Best Teachers

4

Attracting and Keeping the Best Teachers

Purpose:

New York faces a shortage of qualified teachers. Already, more than 10,000 adults teach with temporary licenses - most of them in New York City and other urban settings and in fields with shortages. Within the next decade, more than half of the 202,000 currently certified and practicing teachers will become eligible to retire. As we raise standards, finding enough teachers could become more difficult. To attract, prepare, and keep the best teachers where they are needed the most, New York needs a package of financial, educational, and workplace incentives.

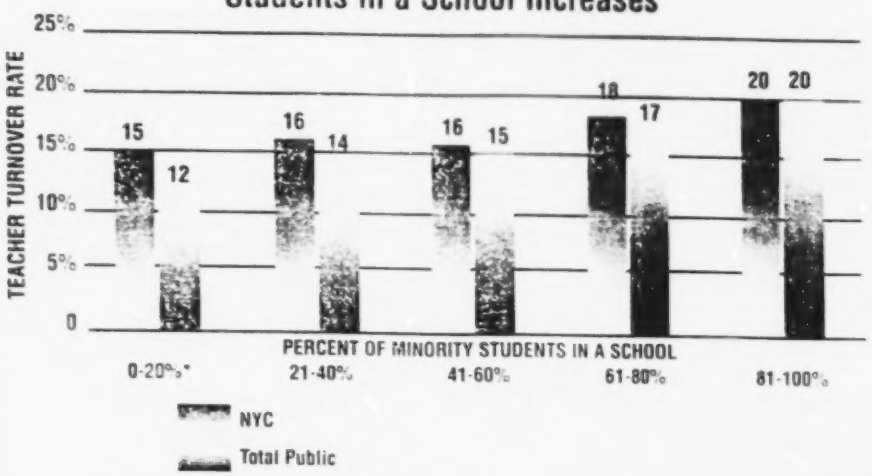
Recommendations:

A. Recruitment

1. To more closely **align teacher supply with demand**, the Commissioner will continually monitor available positions by teaching field and the supply of teachers in relation to current and projected hiring needs, and publish this information. An attempt will be made to distinguish actual shortages from the effects of inefficient hiring practices.
2. The Regents will ask the Governor and Legislature to support a competitive **Teacher Incentive Program** to attract or prepare well-qualified, certified teachers for certification areas and schools with shortages:
   - Qualified* **undergraduates** will be awarded $4,000 scholarships annually for a maximum of four years with the obligation to teach in an eligible school one year for each annual award.
   - Qualified **graduate students** will be awarded a $10,000 scholarship for one year with an obligation to teach three years in an eligible school.
   - Qualified **certified applicants** will receive a $10,000 bonus with the obligation to teach three years in a high-need eligible school. They will be required to have Permanent or Professional Certificates and strong recommendations from the most recent employing school, and to meet other screening requirements.
   - Awards will be indexed to adjustments in the consumer price index.
3. The Regents will submit legislation to support a **College/University Incentive Program.** This will be a competitive program providing a minimum of two-year grants to colleges, working in collaboration with local schools, to improve teacher preparation and attract qualified individuals to teaching. Example: a college initiative that provides tuition relief, special coursework, and other support for qualified paraprofessionals and/or teachers with temporary licenses working in local school districts to help them earn degrees and state certification. Another example would be the development of an integrated bachelor's/master's program for teacher preparation.

* The Regents will establish in regulations criteria for qualified applicants, including academic achievement and other factors such as commitment to serve in high-need and low-wealth districts.

Teacher Turnover Rate Increases as the Percent of Minority Students in a School Increases



4. The Regents will submit legislation to support a **Business/Industry Challenge Program**. This program will provide matching grant funds to a community to help address issues that hinder teacher recruitment. State funds, which must be matched with private and/or local government funds, can address issues relating to safety, parking, work environment, housing and any other issues identified as impediments to teacher recruitment and retention. Local governments must be partners in this program to ensure a coordinated effort in removing barriers to teacher recruitment and retention.
5. The Regents will submit legislation to support a **Master Teacher Program.** This program will help outstanding teachers with Permanent or Professional Certificates to achieve advanced certification from the National Board for Professional Teaching Standards (NBPTS). Teachers, with the support of the school district, can apply to the Commissioner for grants to support application fees, preparation time, and substitute teachers. Teachers achieving NBPTS certification with State support will agree to provide help such as mentoring and other forms of peer assistance, and will be considered for membership on the Professional Standards and Practices Board.
6. The Regents and the State Education Department will initiate a campaign to encourage students to choose teaching as a profession. The Regents will seek external funding to help support this initiative.
7. Through program registration, the Commissioner will actively promote cooperation between two-year and four-year colleges to streamline the preparation of teachers. The use of jointly registered programs and other institutional agreements will eliminate duplication and ease student transfer.
8. The Commissioner will remove any unnecessary barriers to certifying qualified teachers from out-of-state. The Commissioner will no longer require candidates holding valid certificates from states with comparable assessment requirements, or candidates with NBPTS certification, to achieve qualifying scores on the New York State Teacher Certification Examinations.
9. Current authority under section 3006(1)(d) of Education Law and section 80.33(c) of Commissioner's Regulations to issue temporary licenses to visiting practitioners who present unusual qualifications in a specific subject to supplement the regular program of instruction will be used to create additional instructional capacity where needed and appropriate. Persons with extraordinary backgrounds will be able to add to a district's instructional program.

Solution:

Encourage institutions to develop innovative teacher education programs to prepare individuals changing careers or returning to teaching.

B. Temporary Licenses

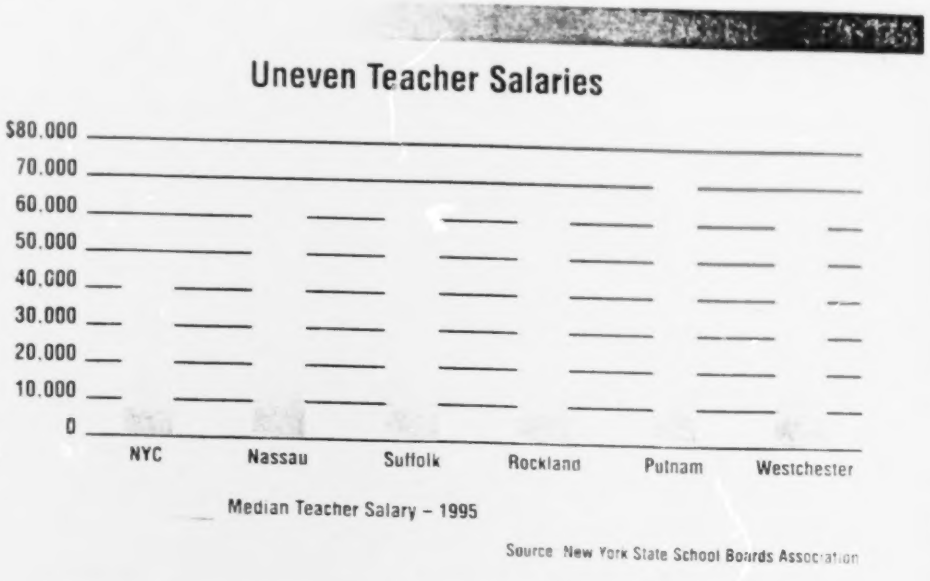
1. Effective September 1, 2003, the Commissioner will no longer issue temporary licenses. Prior to the 2003 termination date, the following limitations will apply:
   - the number of teachers with temporary licenses employed in a district will be reduced according to a schedule established by the Commissioner based on projected teacher supply and demand data;
   - only districts that have hiring procedures allowing them to recruit and fill all positions by the start of the school year will be eligible to apply for temporary licenses; and
   - effective September 1, 1999, no new teachers with temporary licenses will be employed in schools under registration review (SURR).
2. To increase the accountability of districts employing teachers with temporary licenses, effective September 1, 1999, the School Report Card will include the number of teachers with temporary licenses and the subjects in which those teachers are providing instruction. The report card will also include data for the previous five years regarding employment of teachers with temporary licenses.
3. The Regents and the Department will continue to monitor the availability of teachers and take appropriate steps if the supply of certified teachers falls significantly below the demand.

Rationale:

The need to focus new financial resources on teacher availability and recruitment is well supported by the facts. A shortage of qualified teachers already exists in critical areas. Although New York State newly certifies many more teachers than it hires (i.e., in 1996-97, 21,500 teaching certificates issued compared with 5,900 newly certified teachers hired), most certificates are issued for teaching fields in lower demand. Of the 202,000 public school teachers statewide in 1996-97, up to **9,067** in New York City were teaching with temporary licenses. Elsewhere in the State, **1,185** teachers held temporary licenses.

The vast majority of teachers with temporary licenses are in communities with the highest number of at-risk students. In 1997, 12 percent of teachers in schools with a high percentage of minority students were not certified in the field in which they were teaching, compared to 5.4 percent in schools with a low percentage of minorities. The New York City SURR schools had the highest percentage of uncertified teachers at 16.4. Overall, 11 percent of New York City's teachers were not certified in their teaching area. In the four other large cities, 7 percent were not certified. In the rest of the state, 4.5 percent were not certified. The least qualified teachers are teaching the students most at risk.

Adding to this problem, almost half of current teachers are expected to retire within the next decade. Other factors, such as increased enrollment, new universal prekindergarten programs and a reduction in the student-to-teacher



Source: New York State School Boards Association

ratio in the early grades will require virtually all districts to increase the number of teachers. For example, because of student enrollment, retirements and new program mandates, New York City alone expects to hire approximately 8,000 new teachers in each of the next four years.

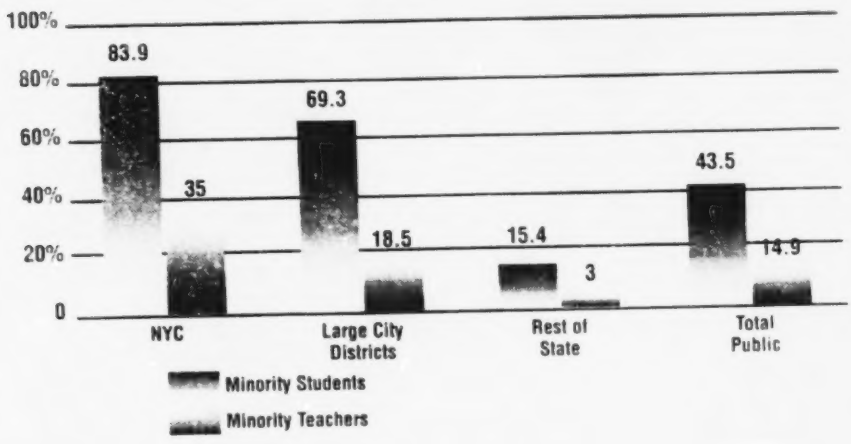
We also need to increase the diversity of the teaching force. Minority teachers serve as role models for **all** students, and often bring critical understandings and perspectives to the classroom. In 1996-97, 44 percent of students statewide were minorities, but only 15 percent of teachers. In New York City, 84 percent of students and 35 percent of teachers were minorities.

By recruiting certified teachers immediately to hard-to-staff areas, the **Teacher Incentive Program** will address the critical shortages that exist now. Through financial incentives to undergraduate and graduate students, this program will help create a pool of highly qualified, certified teachers to work in hard-to-staff schools. *The National Commission on Teaching and America's Future* reported that "wealthy districts that pay high salaries and offer pleasant working conditions rarely experience shortages in any field. Districts that serve low-income students tend to pay teachers less and offer larger class sizes and pupil loads, fewer materials, and less desirable teaching conditions, including less professional autonomy. For obvious reasons they have more difficulty recruiting teachers." Overall, we anticipate that the proposed **Teacher Incentive Program** can add approximately 1,500 new teachers in the first year (up to 3,500 new teachers per year after six years) for hard-to-staff geographic and subject matter areas.

The proposed **Teacher Incentive Program, College/University Incentive Program and Master Teacher Program** will have as priorities improving the number and status of certified minority teachers. Together they will increase the number of certified minority teachers employed in the State, increase the number of paraprofessionals and minorities receiving State certification, and increase the number of outstanding teachers, including minority teachers, who qualify for advanced certification and recognition by the National Board for Professional Teaching Standards. These individuals will then be expected to provide valuable service as mentors and as leaders within the teaching profession.

The **College/University Incentive Program** will also help prepare qualified **paraprofessionals** for certification. This is an excellent way

Percentages of Minority Students and Minority Teachers 1996-97



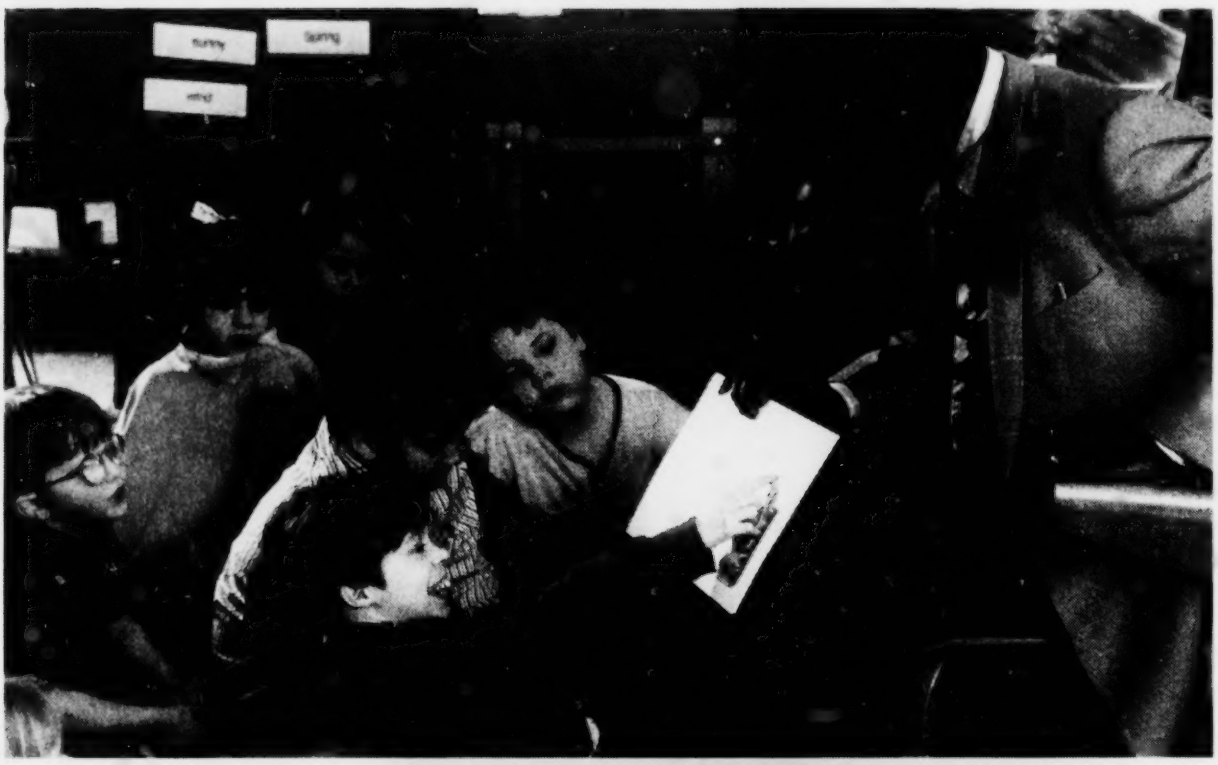
to increase the supply of certified teachers and diverse teachers in our urban classrooms. David Haselkorn, president of Recruiting New Teachers and co-author of *Breaking the Class Ceiling*, a pioneer study of paraeducator-to-teacher programs, notes that "paraeducators (paraprofessionals) are seasoned classroom veterans whose maturity, comprehensive training, and experience helps them excel — and remain — in America's most challenging classrooms." The record of the Teacher Opportunity Corps at the State University College at Buffalo confirms this. In 1996, 70 percent of the paraprofessionals who graduated during the previous decade were still teaching in the Buffalo Public Schools. New York City's Career Training Program, a collaboration with the United Federation of Teachers, has turned more than 7,000 paraprofessionals into teachers, with 1,650 entering teaching in just the past four years.

We need to do more. Paraprofessionals often have serious academic and life issues that serve as barriers to degree completion and certification. Successful State programs such as the Higher Education Opportunity Program and the Liberty Partnerships Program show that such serious barriers can be overcome and students can achieve their goals. The **College/University Incentive Program** will provide needed resources to build upon past successes and expand our efforts to assist paraprofessionals to achieve certification.

The **Business/Industry Challenge Program** will provide an incentive to communities that are willing to address the problems in recruiting and retaining qualified teachers. Business, industry, and local governments have an important stake in a sound educational system. They must be strong partners in New York's reform effort. Business and industry should use their resources to help support initiatives to improve the work environment for teachers in their communities. Local government should commit their support and resources to resolve issues relating to building codes, zoning laws, the use of municipal property, and cutting through "red tape." These will be critical factors in whether recruiting efforts will succeed. Proposals funded under the **Business/Industry Challenge Program** must demonstrate that local governments are ready and willing to make these proposals work.

Proposed Solutions to Close **Gap 2**

Not enough teachers leave college prepared to ensure that New York's students reach higher standards



Solutions

1. *Teacher Standards*
2. *New Teacher Certification System*
3. *New Certificates for Classroom Teachers*
4. *Standards for Teacher Education Programs*
5. *Professional Standards and Practices Board*

Teacher Standards

Purpose:

New York must clearly identify the knowledge and skills a teacher must have to meet the learning needs of students. These teacher standards will help shape our teacher education programs and guide preparation of teacher certification examinations.

The teacher has a solid foundation in the arts and sciences, breadth and depth of knowledge of the subject to be taught, and understanding of subject matter pedagogy and curriculum development.

Recommendations:

Teacher standards will include the following:

1. The teacher promotes the well-being of all students and helps them learn to their highest levels of achievement and independence, demonstrating an ability to form productive connections with students with diverse characteristics and backgrounds, students for whom English is a new language, students with varying abilities and disabilities, and students of both sexes.
2. The teacher has a solid foundation in the arts and sciences, breadth and depth of knowledge of the subject to be taught, and understanding of subject matter pedagogy and curriculum development.
3. The teacher understands how students learn and develop.
4. The teacher effectively manages classrooms that are structured in a variety of ways, using a variety of instructional methods, including educational technology.
5. The teacher uses various types of assessment to analyze teaching and student learning and to plan curriculum and instruction to meet the needs of individual students.
6. The teacher promotes parental involvement and collaborates effectively with other staff, the community, higher education, other agencies, and cultural institutions, as well as parents and other caregivers, for the benefit of students.
7. The teacher maintains up-to-date knowledge and skills in the subject taught and in methods of instruction and assessment.
8. The teacher is of good moral character.

Rationale:

As a first step in setting standards for teachers, the Regents reviewed the standards of the Interstate New Teacher Assessment and Support Consortium (INTASC), of which New York State is a member, and the standards and principles developed by others, including the National Board for Professional Teaching Standards (NBPTS). The standards proposed parallel these nationwide efforts and will serve to support achievement of the New York State student learning standards. These teacher standards, therefore, should be the basis for developing standards for the approval of teacher education programs, more detailed requirements for specific teaching certificates, and guidelines for professional development.

New Teacher Certification System

Purpose:

Higher standards for students require higher standards for teachers. New York must begin by giving future teachers strong academic preparation in rigorous teacher education programs. Prospective teachers must then complete a master's degree program and pass all State certification exams before receiving their initial certificate. We must help new teachers to be successful in the classroom by providing them with a mentor during their first year of service. Finally, teachers should receive a professional certificate only after they have successfully completed three additional years of teaching beyond the mentored experience.

Recommendations:

1. Beginning February 2, 2003, the Commissioner will issue an **Initial Certificate**, valid for up to five years,* upon evidence that the candidate has:
   - completed an approved program of teacher education;
   - earned a bachelor's degree and a master's degree** and received a recommendation for certification from an authorized institution awarding the master's degree (Study in the subject matter area and study in teaching methods may occur at the undergraduate or graduate level or both.); and
   - achieved qualifying scores on the revalidated Liberal Arts and Sciences Test (LAST), Assessment of Teaching Skills (ATS), and Content Specialty Test (CST).

   A teacher candidate completing all requirements for the initial certificate with the exception of a master's degree will receive a transitional certificate for up to two years provided that the first year is mentored teaching. A transitional certificate will allow an individual to teach for up to two years while completing the master's degree. The Regents will monitor this provision to determine the feasibility of phasing out the transitional certificate.
2. Beginning February 2, 2003, the Commissioner will issue a **Professional Certificate**, upon evidence that the candidate has:
   - completed the equivalent of one year of mentored teaching; and
   - completed three years of satisfactory teaching experience beyond the mentored experience which will include annual professional reviews as set forth in the section, *Improving Local Accountability.*
3. When the new teacher certification system is fully implemented, the Regents will ask the Professional Standards and Practices Board to monitor the knowledge base of teachers as they progress from the initial certificate to the professional certificate, including the examination of teachers' portfolios. The Board will report back to the Regents on whether an advanced content specialty test is needed as a requirement for a professional certificate to ensure the competency of the teacher.

* Current regulations relating to the renewal of a provisional certificate will be carried forward for an initial certificate.
** An exception applies to certificates for teachers of certain occupations, e.g., vehicle repair or cosmetology, who are not required to earn bachelor's and master's degrees.

4. The Commissioner will require teachers holding Professional Certificates to maintain their certification in good standing based on satisfactory professional development, as described in the section, *Ensuring Continuing Competence*.
5. In certain limited cases, the Commissioner will issue certificates to candidates lacking a college recommendation if they:
   - meet all other certification requirements and are certified by states with comparable assessment requirements;
   - have New York State teaching certificates and seek additional certificates; or
   - hold an advanced certificate from the National Board for Professional Teaching Standards (NBPTS).

   Teachers coming from other states and certified New York State teachers seeking an additional certificate may substitute two years of satisfactory teaching for the mentored experience based on evidence of satisfactory performance evaluations, as determined by the Commissioner. The Regents will ask the Professional Standards and Practices Board to examine the need to allow transcript evaluation for teacher candidates seeking certification in hard-to-staff subject matter areas.
6. In order to qualify for certification, individuals wishing to teach after preparation for other careers will be expected to apply to approved teacher education programs for evaluation of their preparation and development of an individualized study plan.
7. Effective September 2000 for individuals who do not hold any certificate, the Commissioner will issue a Professional Certificate in place of the existing Permanent Certificate based on the requirements for the Permanent Certificate.* This will continue until the new requirements for the Professional Certificate become effective in 2003.

Why Mentor Teachers?

Studies indicate that mentored teachers:

- **Make more effective transition from teacher preparation to practice.**
- **Have greater confidence in their teaching skills.**
- **Focus on student learning much sooner.**
- **Have significantly higher retention rates.**

* Teachers with a Provisional Certificate issued prior to the enactment of new regulations will continue to be eligible for a Permanent Certificate.

OPTIMAL TIMELINE FOR INDIVIDUAL MOVING THROUGH PROPOSED NEW CERTIFICATION SYSTEM

1999/00	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08	08/09	09/10
Start college program			Earn Baccal. degree	Earn Master's degree. Pass 3 cert exams. Get Initial Cert	Begin first year of employed teaching, with mentoring			Receive Prof. Cert after 4 years of successful teaching		

Complete study in arts and sciences, study in education, field work, and student teaching

Complete 4 years of successful teaching

* Some teacher education candidates may take longer to complete bachelor's and master's degrees.

Rationale:

Today a new teacher can get a provisional certificate and begin work with only a bachelor's degree and without passing the Content Specialty Test, a certification exam that measures knowledge of the subject to be taught. Teachers can receive permanent certificates after two years of experience without receiving any mentoring to help them succeed. This system is not adequate. New York needs to strengthen certification so that it ensures teachers have achieved high standards.

By adopting the recommendations outlined above, this State will require all certified teachers to begin employment with a demonstrated record of academic preparation that is unequalled in the nation. No longer will children have teachers with uneven levels of knowledge and skill. We will eliminate the current provision that allows teachers to work for five years or longer before obtaining a master's degree. Instead, all teachers will go into the classroom with master's degrees achieved through the more rigorous teacher education programs proposed elsewhere in this report. Challenging programs will equip teachers with more knowledge and skills about student developmental levels, more preparation in the liberal arts and sciences, diverse student teaching experiences and a better understanding of special education and second-language acquisition. Requiring all academic preparation prior to entering the classroom will provide sufficient time for teachers to acquire the academic content and teaching methods that are needed. We have tempered our recommendations by providing the option for some teacher candidates to complete their master's degree in up to two years while teaching. We recognize that, with increasing teacher retirements and the added expense of a graduate program to the student, such a provision may be necessary. The Regents will monitor this provision to determine the feasibility of phasing out the transitional certificate.

An accomplished professional will also mentor all new teachers. Mentoring is an effective means of easing the transition into the profession for new teachers, and increases the likelihood of their retention. For this reason, we have recommended increased State funding to support the development of mentoring programs in more districts.

Finally we must allow other, equally rigorous ways of achieving certification. Thus, the Commissioner may accept transcript certification for candidates who come from a state with comparable requirements, who already hold a New York State certificate in another teaching field, or who are certified by the National Board for Professional Teaching Standards.

New Certificates for Classroom Teachers

Purpose:

Research shows that teachers must understand students' developmental levels in order to meet their learning needs. To ensure teachers have sufficient knowledge and skills, certification requirements should reflect students' developmental levels. This will require adjustments for teacher education programs, school districts, and teachers themselves. However, the potential academic gain for students justifies the change.

Recommendations:

1. Effective February 2, 2003, the following certificates, extensions, and annotations for classroom teachers will be established. Teacher education institutions should modify their programs accordingly by September 2000.

   a. CERTIFICATES:*

   - Early Childhood Education, Birth to Grade 2 – Common Branches
   - Childhood Education, Grade 1 to Grade 6 - Common Branches
   - Middle Childhood Education, Grade 5 to Grade 9 – Subject or Interdisciplinary
   - Adolescence Education, Grade 8 to Grade 12 - Subject (e.g., mathematics)
   - Special Education,** Early Childhood, Birth to Grade 2
   - Special Education,** Childhood Education, Grade 1 to Grade 6
   - Special Education,** Middle Childhood, Grade 5 to Grade 9 – Subject or Interdisciplinary***
   - Special Education,** Adolescence, Grade 8 to Grade 12 – Subject***
   - Teaching Deaf or Hearing Impaired Students,** Birth to Grade 12
   - Teaching Blind or Visually Impaired Students,** Birth to Grade 12
   - Teaching Students with Speech and Language Disabilities,** Birth to Grade 12****
   - Work Force Preparation, Grade 5 to Grade 12 (e.g., agriculture, business ed., avionics, electronics and computer programming)

* The Regents will examine the report from the Foreign Language Implementation Committee to determine if additional changes to the certification structure are warranted.

** Special Education teachers must have depth and breadth of knowledge and practice in the general education curriculum for early childhood, childhood, middle childhood, or adolescence education, sufficient to qualify the candidate for one of those certificates in addition to the special education certificate.

*** The Special Education, Middle Childhood and Adolescence teachers will be able to provide instruction in resource rooms and special classes and serve as consultant teachers for all subject matter teachers, but only teach credit courses in the subject matter of the certificate.

**** Nothing in this plan will supersede the 1993 NYSED/USDE agreement regarding the certification of teachers of students with speech and language disabilities.

- Special Subject, Birth to Grade 12 – Subject or Interdisciplinary (e.g., music, health education)
- Teaching English as a Second Language, Birth to Grade 12 – (with enhanced preparation for teaching reading, writing, mathematics, science, and social studies, Birth to Grade 6; and teaching reading, writing, and literature, Grade 5 to Grade 12)
- Literacy (listening, speaking, reading and writing), Childhood , Birth to Grade 6
- Literacy, Adolescence, Grade 5 to Grade 12
- Educational Services, Birth to Grade 12 (educational technology, library services, etc.

b. EXTENSIONS (required):

- An **extension** signifies that the certified teacher has satisfactorily completed additional coursework and/or field experience needed to extend an existing certificate to either another subject area or a different grade level. For example:
- An **extension** of a certificate will be **required** for the holder of that certificate to teach **bilingual education.**
- An **extension** of an Adolescence Education Certificate (Grades 8-12) will be **required** for the holder of that certificate to teach the subject of the Grades 8-12 certificate in Grade 5 to Grade 7.
- An **extension** of an Early Childhood Education Certificate (Birth to Grade 2) will be **required** for the holder of that certificate to teach in Grade 3 to Grade 6.
- An **extension** of a Childhood Education Certificate (Grades 1-6) will be **required** for the holder of that certificate to teach a subject or interdisciplinary field in Grades 7-9.

c. ANNOTATIONS (voluntary):

An **annotation** signifies that the certified teacher has satisfactorily completed additional, advanced study in one of the following areas to develop **special expertise beyond what is required for the certificate the teacher holds**:

Gifted and Talented Students

At-Risk Students

Students with Severe Disabilities

Students at a Developmental Level (Early Childhood, Middle Childhood, etc.)

2. The proposed new certification structure (Birth to Grade 2, 1-6, 5-9 and 8-12) is not aligned with tenure areas. The Regents and Commissioner will discuss with the key stakeholders how to address this nonalignment.

Rationale:

During the past decade, distinguished national commissions have emphasized the importance of recognizing the needs of students at different developmental levels and then preparing staff and planning curriculum and instruction accordingly. For example, the Carnegie Council in *Turning Points: Preparing American Youth for the 21st Century* recommended staffing middle schools with teachers who are expert at teaching young adolescents and who have been specially prepared for assignment to the middle grades. Nineteen states have already put in place certificates for early childhood education, a critical developmental level. New York's new certificate structure will respond comprehensively to the new research by establishing a framework for ensuring that certified classroom teachers are prepared to teach to higher learning standards, using proven methods of instruction and assessment appropriate to student developmental levels.

Requirements for each certificate will assure that all classroom teachers have **strong content backgrounds** and **strong basic skills** for teaching students:

- with diverse characteristics and backgrounds (racial, linguistic, socioeconomic, ethnic, cultural);
- of both sexes;
- with disabilities and special abilities;
- for whom English is a new language; and
- at different stages of development within the certificate area.*

This preparation will include student teaching and other field experiences with different student populations, as well as study of language acquisition, literacy development, learning disabilities, cultural perspectives, and child and/or adolescent development. In addition, all teachers will be prepared to identify and report suspected child abuse and maltreatment and to instruct students about alcohol, tobacco, and other drug abuse.

With advice from the Professional Standards and Practices Board and appropriate professional education associations, the Commissioner will recommend new requirements for each certificate title to ensure that all teachers have solid preparation in content and pedagogy, including the application of educational technology to learning, in line with the new student learning standards and student developmental levels. The Commissioner will also encourage institutions to develop integrated programs that prepare teaching candidates for multiple certificates, extensions, or annotations.

A tension exists between providing districts with staffing flexibility in light of the teacher tenure areas and assuring that teachers have sufficient knowledge and expertise to work with students at different developmental levels. The proposed new certification structure (Birth to Grade 2, 1-6, 5-9 and 8-12) is not aligned with tenure areas. Instead, the certificate titles place the developmental needs of the students before any other consideration. The Regents and Commissioner will discuss with the key stakeholders how to address this nonalignment.

* For example, the proposed literacy certificates (Birth to 6 and 5-12) will require coursework in more than one developmental level. Sufficient time will be available within the literacy teacher education program to achieve this end.

Standards for Teacher Education Programs

Purpose:

The quality of teacher education programs is uneven. As few as 30 percent and as many as 100 percent of the graduates of some colleges pass teacher certification examinations. Only by holding all programs to high standards will we ensure that all teachers are prepared to teach to high standards.

Recommendations:

1. Building upon national benchmarks and exemplary programs, New York will raise the standards for teacher education to produce outstanding professionals with the knowledge and skills to meet the needs of their students. These standards will focus on all parts of a teacher education program, including faculty, curriculum content, admission requirements, diverse student teaching experiences, collaboration between education faculty and the arts and sciences faculty, collaboration between teacher education institutions and the public schools, accountability and institutional support. A list of teacher education standards is included as Appendix B.
2. Colleges must achieve accreditation of their teacher education programs by December 31, 2004, through one of two comparable options, both requiring rigorous teacher preparation aligned with the New York State student learning standards:
   - **Professional Accreditation Option** - Accreditation through a professional education accrediting association that meets standards of the U.S. Department of Education and the Board of Regents. Currently only the National Council for the Accreditation of Teacher Education (NCATE) meets this requirement. Accreditation will be accomplished through a **partnership** between the accrediting association and the Board of Regents, through the Office of Higher Education, to assure that the standards are met.

     If these standards are not met, the Commissioner will ask the Professional Standards and Practices Board whether the programs should be deregistered. The Professional Board's recommendations will be based on the institution's commitment to address deficiencies within a limited, specified period of time.
   - **Regents Accreditation Option** - Accreditation by the Board of Regents through the Commissioner's approval of the programs, upon the recommendation of the State Professional Standards and Practices Board. This accreditation will follow a rigorous evaluation that includes a college

self-evaluation and a comprehensive review visit by a team of State Education Department staff, teacher educators of national stature and recognized expertise, and school staff chosen for their outstanding contribution to effective teaching and student learning. Based upon this site visit, the Department will issue a report of findings assessing an institution's compliance with standards recommended by the Professional Standards and Practices Board and approved by the Regents. The Board will work with the Department's Office of Higher Education in planning the reviews, creating institutional review teams and establishing formalized procedures for teacher education site visits.

Both options will require that programs meet the same standards, align teacher preparation with New York State's student learning standards, and have comprehensive, on-site reviews at least every ten years, with substantial interim reports at least every five years.

The costs of accreditation under both options will be borne by the colleges.*

The Regents will contract for an outside evaluation of both accreditation options by December 31, 2005, to determine their effectiveness.

The Regents will consider other approaches to accreditation recommended by the Professional Standards and Practices Board.

3. Beginning in 1999, teacher education programs will be subject to deregistration if:
   - fewer than 80 percent of their graduates who completed their teacher education programs pass one or more teacher certification examinations; and
   - deficient programs do not demonstrate significant annual improvement to reach the 80 percent target.

   The Regents will review the 80 percent standard periodically with the goal of raising it to 90 percent.
4. Recognizing that strong candidates may wish to enter teaching after preparation for other careers or other life choices, the Regents will encourage institutions to develop innovative programs designed to prepare individuals changing careers, returning to teaching, or changing teaching fields.

The Problem

One-sixth of prospective teachers fail the certification exams; one-third fail in New York City test centers.

* The revenue will give the Office of Higher Education sufficient staffing and resources to carry out its mandated quality assurance responsibilities, which include review of proposed degree programs for initial state registration (not only teacher education programs but also all academic programs), periodic reviews to assure that quality standards are maintained, and technical assistance for low-performing programs and institutions.

Rationale:

Assuring the quality of teacher preparation is essential to assuring the quality of teaching and learning in the classroom. Research points to the relationship of student achievement to such factors as the quality of a teacher's preparatory program, teacher scores on various tests, attainment of a master's degree, and ongoing professional development. All of these factors relate in some degree to the colleges' teacher education programs.

Accreditation is the means of assuring the quality of teacher education. Traditionally, accreditation standards have focused on program inputs (e.g., the number and qualifications of faculty, admission criteria and enrollment statistics, and the number of library volumes relevant to education). While these indicators still have value, accrediting bodies are moving toward including at least some performance-based criteria among their standards (e.g., graduation rates and success on licensing examinations) to measure how well programs prepare their students. By requiring institutions to meet performance expectations for accreditation, the Regents will signify that performance does matter.

One of the factors determining accreditation must be the percentage of graduates seeking certification who pass the teacher certification examinations. It is reasonable to require all colleges to meet a minimum standard: 80 percent or more who completed their teacher education program must pass each exam. Most of the 113 colleges meet this standard: 80 colleges on the Liberal Arts and Sciences Test (LAST); 100 on the Assessment of Teaching Skills (ATS-W); and 84 on the Content Specialty Tests and Language Proficiency Assessment. Colleges that do not meet the 80 percent benchmark will be scheduled for the first accreditation reviews and will be expected to show significant growth in the passing rates of their graduates by a specified date. (Low performing institutions are already being reviewed by the Department's Office of Higher Education.)

Under the **Regents Accreditation Option**, State Education Department staff will work intensively with institutions which accept more students from educationally and economically disadvantaged backgrounds and prepare them for teaching. In this way, the Department and the Regents will continue to fulfill their historic commitment to diversify the teaching force and provide equitable access to the profession.

Lower student performance is found in schools with more teachers with temporary licenses. Often these teachers have completed all required coursework, but are unable to pass the certification examinations. Colleges will need to examine their programs and make any necessary changes to assure that they are adequately preparing all their teaching candidates. If the programs are effective, the candidates will be prepared to meet all certification requirements.

Professional Standards and Practices Board

Purpose:

Ensuring an adequate supply of highly qualified professionals for all of New York's classrooms is not a "one-time" initiative. We must create a strategic approach that involves educators and the public in a continuous examination of policies addressing critical issues in teaching and teacher education. The establishment of the Professional Standards and Practices Board will accomplish this objective.

Recommendations:

1. A **State Professional Standards and Practices Board** will advise the Regents and Commissioner on issues relating to the quality of teaching and teacher education in New York State.
2. The Professional Board will replace the existing Teacher Education, Certification and Practices Board (TECAP) and assume its functions. Members will serve no more than two, four-year terms.
3. The Professional Board will report to the Regents Committee on Higher and Professional Education on a periodic basis, and report each July to the Board of Regents.
4. Candidates for membership will be self-nominated or nominated by other persons or organizations. The Commissioner will recommend members to the Board of Regents as follows:
   - *21 educators practicing in New York State*, including certified teachers, faculty engaged in preparing teachers (including liberal arts and sciences faculty), and school building and district administrators. Of the 21 educators:
     - at least 14 will have had full-time experience as certified teachers in elementary, middle, or secondary schools;
     - at least 11 will be practicing, certified teachers in elementary, middle, or secondary schools in the State; and
     - at least seven will be representatives of postsecondary institutions, including a president or chief academic officer of an institution preparing teachers;
   - *6 public representatives*, including parents, school board members, and community and business representatives; and
   - *1 teacher education student* (non-voting).
5. The Regents will establish bylaws for the operation of the Board, including:
   - a Higher Education Subcommittee to oversee issues relating to teacher education; and
   - a Professional Practices Subcommittee composed of a majority of practicing teachers to oversee issues relating to teaching.

All subcommittee decisions must be approved by the full Professional Standards and Practices Board. This provision does not apply to panel recommendations in professional development cases (Section B-4 on page 25).

6. In the first 12 to 18 months, the Board will provide recommendations on:
   - the components of a mentoring program for new teachers;
   - criteria and training for conducting annual teacher performance reviews;
   - certification requirements to ensure that teachers are prepared to teach to the new student learning standards (Note: The recommendations of the Board for certification requirements will address under what circumstances waivers of initial or transitional certificate requirements may be granted to individuals who possess at least a baccalaureate degree and pass the certification examinations but have not completed an approved program of teacher education, e.g., candidates from the Teach for America program who now teach under temporary licenses and will continue to be able to do so until September 1, 2003);
   - models and criteria for professional development;
   - a Code of Ethics for Teachers; and
   - ways to attract and retain certified teachers in high-need schools.

Rationale:

Respected educators in New York State have expertise of inestimable value. A Professional Board composed of these educators working with representatives of the public will bring a collective wisdom and accountability to deliberations that will significantly inform the Regents' policymaking. The proposed Professional Board, through its broad representation, will also serve to increase collaboration among educators from both schools and colleges for the benefit of the students of New York State and those preparing to become their teachers.

Thirteen other states now have professional boards, most established in the past decade. Many of these states are among those most actively engaged in education reform to improve student learning. The close attention that a professional board can give to impending educational problems should serve to keep New York State in the forefront of developing initiatives to improve teaching.

Although not requiring a majority of **currently** practicing teachers, this proposal will require a majority of members to have had full-time experience as teachers in elementary, middle, or secondary schools. The Commissioner and Board of Regents will select outstanding candidates from a variety of sources.

Proposed Solutions to Close **Gap 3**

Not enough of New York's teachers maintain the knowledge and skills needed to teach to high standards throughout their careers

Solutions

1. *Ensuring Continuing Competence*
2. *Improving Local Accountability*

Ensuring Continuing Competence

Purpose:

All teachers, to remain good teachers, must constantly extend their knowledge and skills. Yet recent surveys* show only a minority of teachers get enough ongoing training to keep up with the demands of their profession. The State has not required teachers to continue their education throughout their careers, although State certification signifies competence. To address this gap, the Commissioner will now require all new teachers to maintain their certificate in good standing, based on completing substantial professional development provided by school districts and other approved sources to address local student learning needs.

Recommendations:

A. Professional Development

1. Effective September 1, 1999, all districts will be required to develop a plan to provide all their teachers with substantial professional development programs directly related to student learning needs as identified in the School Report Card, state initiatives and implementation of New York State standards and assessments. The plan must be approved by the Commissioner. Professional development, while the responsibility of the school district, should be paid for by the State and should not diminish student instructional time. As we did for the past two years, the Regents will continue to advocate for additional funding for professional development through the Regents State Aid proposal, as well as ensuring that current professional development funds are used to maximum effect. The Regents will establish in regulations the responsibility of the teacher and school district personnel in developing the professional development plan. To create appropriate access to professional development activities, districts will use current superintendent conference days and release time for teachers; may include activities such as mentoring and statewide curriculum development/assessment; and may use programs offered at teacher centers, colleges, school districts and other educational providers, either inside or outside the school day and year. School districts failing to develop an approved professional development plan shall be subject to State sanctions.
2. Professional development activities must be developed collaboratively by administrators and teachers, taking into account teachers' capacities, and consulting with such others as is appropriate, e.g., teacher educators. As noted above, activities can either be in or outside the school day and year, but if outside the school day or year, they will be volitional for teachers. Where mechanisms do not exist, districts may wish to create professional development committees to address such issues as program content, providers, funding and schedule of offerings.

* See "Report on Professional Development for Implementing the State Learning Needs," NYS Board of Regents, February 1998, and Schools and Staffing Survey, National Center for Education Statistics, 1993-94.

3. Alternatives to the district professional development program should be identified and might include, for example, performing exemplary professional service such as mentoring, shaping or providing professional development or completing the evaluation process for achieving advanced certification from the National Board for Professional Teaching Standards.
4. To receive State or federal funds for professional development through the State Education Department, a school district must demonstrate how these funds will be used to provide professional development to meet student learning needs.
5. Each board of education will evaluate annually the effectiveness of the district's professional development activities in relation to the learning needs of its students and make needed adjustments.

B. Maintaining Certification

1. All teachers receiving a professional certificate on or after September 1, 2000 will be required to successfully complete at least 175 hours of professional development every five years, directly related to student learning needs as identified in the School Report Card, state initiatives and implementation of New York State standards and assessments to maintain their certificate in good standing. The conditions under which professional development is provided and acquired shall be consistent with the principles in Section A (Professional Development). The Regents and the Commissioner, in consultation with all stakeholders, will monitor the effectiveness of the professional development requirement and make changes, if warranted.
2. Each district will maintain a professional development transcript for each teacher affected by the 175-hour requirement. The transcript will document completion of the State-mandated professional development consistent with the district's student learning needs. Wherever possible, the transcript should be accessible to the State Education Department through electronic transfer and will be used to assess a teacher's completion of the requirements for continuing certification.*
3. The offering of professional development activities by districts and the obtaining of professional development by teachers should be distributed reasonably over the five-year period.
4. Teachers whose transcripts are not complete and who may not be eligible for continuing their certificate will be provided full due process, including the opportunity to present additional information, including extenuating circumstances, to the Department and the right to a hearing before a panel of the Professional Standards and Practices Board. The panel will make recommendations to the Commissioner to continue a teacher's certificate, grant the teacher additional time to complete specified professional development activities, suspend or, in willful cases, revoke the certificate. The Commissioner may accept, reject or modify the panel's recommendation. During the period of due process, the teacher's certificate will remain in effect. If the Commissioner elects to revoke the certificate, the district will pursue the existing expedited disciplinary procedure under Education Law 3020-a to remove the teacher. **

Solution:

Require all new teachers to maintain their certificates in good standing by completing 175 hours of professional development related to student learning needs every five years.

5. The proposed process for professional development and the maintenance in good standing of a certificate will not affect the district's right or ability to initiate disciplinary proceedings to remove an incompetent teacher under Education Law 3020-a.

* The Regents will establish in regulations the responsibilities of the teacher and school district personnel in maintaining the professional development transcript.

** Failure to maintain certification is reason for dismissal of a tenured teacher. While the teacher's rights are protected under Education Law, Section 3020-a, the teacher must be suspended without pay.

6. The Commissioner will establish equivalent regulations describing the process for maintaining a certificate in good standing for teachers on leaves of absence and for teachers not otherwise covered by these provisions: nonpublic school teachers where the school elects not to provide the mandated professional development, unemployed teachers, and teachers with service in two or more districts within any five-year certificate maintenance cycle.

Rationale:

Professional development makes a difference in student learning. Research studies show a positive relationship between increased student achievement and such factors as the quality of a teacher's preparatory program, teacher scores on various tests, the attainment of a master's degree and ongoing professional development. Research also indicates that student achievement improves when professional development meets two conditions:

- It is focused on the school and is linked to school improvement, and
- The teacher helps design the program.

New York City Community School District #2 improved student performance in reading and mathematics in part by focusing staff development on student needs. The success of professional development in improving student learning is persuasive and more evidence on its effectiveness continues to emerge.

What makes the above recommendations powerful is the link between professional development and two key requirements:

- addressing student learning needs; and
- maintaining the certificate in good standing.

This link is necessary because current professional development is erratic and often unfocused. Although the situation seems to be improving, teachers may get as many as 30 hours of professional development a year or may get none. And only a fraction of the time a teacher spends on professional development may be focused on the needs of the students locally. It is essential that local districts determine what the needs of their students are and provide the kind of professional development that will address those needs. Linking the maintenance of the certificate and professional development will help ensure that those needs are met.

By adopting this plan, New York will join the majority of other states in requiring professional development as a condition of maintaining a valid teaching certificate.

Improving Local Accountability

Purpose:

While the State is responsible for certifying the competence of teachers, the local school district is responsible for evaluating how well teachers perform in the classroom. The present evaluation system, however, does not always ensure this happens in a way that improves student learning. Throughout recent statewide forums on teaching, the Regents heard from parents and school officials about the need to make the evaluations more demanding. Teachers stressed the need to make evaluations more objective and fair and to provide follow-up training to remedy deficiencies. While responsibility for evaluation must remain with the local school district, the State must take decisive steps to make the process more effective.

Recommendations:

1. The existing requirement in Commissioner's Regulations for an annual performance review of all classroom teachers will be revamped immediately. The new system will include the following:
   - The Commissioner and the Regents will establish in regulations model criteria for staff performance reviews consistent with the teacher standards set forth in this plan. Districts may require additional criteria for staff performance reviews.
   - Current administrators will receive training in performing staff reviews based on proven models. Existing professional development funds will provide this training. In addition, college preparatory programs for administrators will include comprehensive training in conducting staff reviews.
   - Classroom teachers whose performance is evaluated as unsatisfactory by a school administrator will be required to undertake a teacher improvement plan established by the district in consultation with the teacher. Such a plan may include peer review and assistance, and professional development activities to meet the needs of the teacher.
   - For individuals possessing a transitional or initial certificate, an evaluation of the teacher's portfolio will be required. The portfolio may include a video of teaching performance, a sample of lesson plans, a sample of student work, student assessment instruments, and teacher reflection on his/her classroom performance.

Solutions:
Improve local accountability

- **Create criteria for staff performance reviews.**
- **Train administrators in conducting effective performance reviews.**
- **Require teacher improvement plan if performance is unsatisfactory.**

BEST COPY AVAILABLE

2. A district's School Report Card will include the number of teachers rated unsatisfactory during the preceding school year; the number of successfully completed teacher improvement plans; the number of teacher improvement plans which were unsuccessfully completed, in the judgment of the district; and the number of proceedings initiated under Education Law 3020-a because of the unsuccessful completion of one or more teacher improvement plans.
3. The Professional Standards and Practices Board will review the certification of any teacher whose employment is terminated under a 3020-a proceeding. The Regents will amend Part 83 of the Commissioner's Regulations to expand the grounds for taking action against a teacher to include incompetence, neglect of duty or insubordination relating to the continuing competence requirement (professional development and annual reviews).
4. The Education Department will continue to monitor the existing process to assure that all steps are taken within the time limits established in Education Law 3020-a, as amended in 1994. For example, if a district and teacher cannot agree upon a hearing officer within ten days of receipt of the list of possible hearing officers, the Commissioner will exercise his statutory authority to have the hearing officer appointed.
5. The Commissioner will confer with legislators and representatives of teachers, administrators and school board members to determine if any additional improvements in the current disciplinary process in Education Law 3020-a are needed.
6. In order to provide additional protection to children and to bring statewide requirements in line with those in New York City and 36 other states, the Department will pursue legislation to require applicants for certification to file their fingerprints with the Department so that those convicted of felonies can be identified. The Commissioner may refuse to certify individuals convicted of felonies, following due process as described in Part 83 of the Commissioner's Regulations.
7. The Regents will ask the Professional Board to recommend a Code of Ethics for Teachers, for adoption by the Board of Regents, as a guide to professional expectations.

Rationale:

Every student has a right to be taught by caring and competent professionals. Every parent has a right to expect school administrators and school boards to ensure that only caring and competent professionals are allowed in the classroom. The present system does not adequately assure these rights.

The Regents have heard from parents, school board members and administrators about the need to deal with teachers who do not correct deficiencies in the classroom. Furthermore, school officials speak of the frustration and cost involved in pursuing legal action against teachers charged with incompetence. On the other hand, teacher representatives point to the lack of effective evaluation by school administrators and the need to provide appropriate assistance to teachers in correcting deficiencies.

Through other recommendations in this report, the Regents are advocating steps to ensure that all teachers enter the profession with the necessary knowledge and skills to enable students to meet the new learning standards. We are also requiring that teachers complete professional development based on student learning needs as a condition for maintaining their certificates in good standing.

But this is not enough. While the State is ensuring that teachers remain current with their profession, it is the school district's responsibility to ensure that teachers provide satisfactory performance in the classroom. School administrators must have the necessary tools to assess regularly the effectiveness of all teachers, including tenured teachers, provide appropriate improvement activities and, if necessary, expedite the removal of incompetent teachers from the classroom.

These recommendations recognize that the annual performance reviews of teachers have not been consistently effective. Without meaningful evaluation of teacher performance in the classroom, we cannot hope to improve student learning and, if necessary, remove incompetent teachers from the classroom. We must therefore ensure that administrators get the training they need to review teacher performance. We must require low-performing teachers to complete improvement plans. And we must hold schools accountable for carrying out these responsibilities.

Proposed Solution to Close **Gap 4**

Many school environments actively work against effective teaching and learning.

Solution

Improving the School Environment

Improving the School Environment

Purpose:

This report sets forth powerful and far-reaching initiatives to:

- recruit and retain better qualified teachers;
- ensure teachers are educated through rigorous teacher education programs;
- require teachers to meet higher standards for both initial and professional certificates; and
- ensure teachers maintain continuing competence throughout their careers.

While these are necessary changes to improve student learning, they are not sufficient.

The Board of Regents interest in school facilities and the health and safety of students and staff in school buildings has been advanced in a number of discussions and policy documents over the years, including the report by the 1993-94 Regents Advisory Committee on the Environmental Quality in Schools, which made 62 recommendations for improving the environmental quality in schools. In December 1994, the New York State Board of Regents adopted the guiding principles developed by the Advisory Committee to protect students and staff. The 1995-96 Regents School Facilities Advisory Committee made recommendations which resulted in the Regents approval of the September 1996 "Need to Act Now Statement," which called for new school facility standards, significant additional resources to meet facility standards and equity in the allocation of limited resources. The current Regents Subcommittee on Infrastructure and Technology continues to focus on the need for educational facilities which promote effective and efficient learning for all New York students regardless of where they live.

The following is a summary of key Regents initiatives:

- increases in aids for library materials, textbooks, software and hardware
- additional State support for construction, maintenance and repair of schools, with special attention to the schools with the greatest needs
- greater focus on ensuring funds for school maintenance
- eliminating the Wick's Law to use school facilities resources more effectively
- increased extraordinary needs aid
- more emphasis on operating aid over categorical aid to provide school districts with flexibility in meeting their needs
- giving the Commissioner the authority to close schools which do not meet health and safety standards
- additional Operating Standards Aid to assist high need districts in meeting the new learning standards and assessments

Although most of these initiatives pertain to the physical infrastructure of the schools, there are also vital issues related to school climate and student behavior. The Board of Regents has asked staff to prepare an action plan to address school climate, including issues related to safety and student behavior.

We must continually seek to improve the school environment, especially in our hard-to-staff schools. This challenge must be embraced by school and community leaders. Effective schools are an important community asset.

Solutions:

- **Increase aid to improve school buildings.**
- **Examine all requirements for school administrators to ensure effective school leadership.**

Recommendations:

1. State funding must be targeted to the repair or replacement of decaying schools so that all students have adequate buildings in which to learn. Many of the State's leaders and public commissions have called attention to the severe problems throughout the latter part of this decade. In 1996, the Board of Regents proposed new funding of $5 billion overall. The Regents will continue to advocate for this critical funding.
2. The State must continue to expand programs to decrease class size, support learning technology, make schools safer, teach very young children through prekindergarten, and focus resources on students who are most at risk. The Governor and Legislature should be congratulated for recognizing the need through multi-year programs, especially during the past two years.
3. We must strongly advocate for the legislative initiatives, identified in this report, to help improve teacher recruitment and retention.
4. Effective September 1, 1999, we will reexamine all requirements for school administrators to guarantee effective school leadership, and reexamine all requirements for professionals providing pupil personnel services.

Rationale:

As we try to meet the vital need to improve teaching, we must also recognize other needs. We have a long way to go in making many of our schools more attractive for prospective teachers. The physical condition of buildings, lack of security in and outside the schools, the value placed on teachers by the school community, and additional costs teachers may encounter in working in some of our communities all contribute to the unequal distribution of certified teachers throughout the State. There is no easy fix to this problem. The Governor and Legislature have acknowledged this problem and are attempting to address the fiscal needs.

In addition, the **Business/ Industry Challenge Program** will provide an incentive to communities that are willing to take steps to address the challenge in recruiting and retaining qualified teachers locally. The **Teacher Incentive Program** will begin to address financial barriers to recruiting teachers in hard-to-staff areas. An expansion of the **New York State Mentoring Program** will provide new teachers with the necessary support to make the transition into the teaching profession.

Finally, the role of effective leadership in each school is vital to the overall success of school improvement. Schools located in economically distressed communities have been able to make significant improvements in their work environment and student learning by hiring and promoting effective leaders. We must improve the recruitment, preparation, support, retention and continuing development of administrators if reform is to work.

Evaluation Plan

In 1999, the Professional Standards and Practices Board, in conjunction with Department staff, will initiate a process for the formative evaluation of the adopted plan to improve teaching. They will report annually to the Commissioner, with recommendations, and begin a summative evaluation in 2005. The Department will provide resources to the Board to enable an external and independent organization to develop and implement a comprehensive evaluation plan that employs baseline data and tracks progress on all key initiatives.

The purpose of the formative evaluations will be to recommend adjustments to parts of the plan as needed. The purpose of the summative evaluation will be to determine which components have been effective in achieving this overriding goal: to assure that New York has enough qualified teachers statewide, that they remain current and competent, and that students achieve higher learning standards. Additional resources and time will be needed to assist students who have been traditionally underserved and underprepared to benefit from teacher reform. The Regents will continually monitor the impact of their reform efforts on students and teachers.

The Commissioner will review the Professional Board's advice and prepare recommendations for the Board of Regents to maintain excellence in New York State's system of teaching and teacher preparation.

BEST COPY AVAILABLE

Appendix A

1996-97
Selected Temporary Licenses Issued Versus Initial Certificates Issued

	New York City*		Balance of State	
	Temporary License	**Initial Certificate**	**Temporary License**	**Initial Certificate**
Bilingual Education (extension)	2008	736	337	202
Elementary Education	1870	2474	14	5810
Special Education	1448	787	354	2713
Sciences	961	167	22	811
Mathematics	564	193	5	531
Languages Other Than English	517	106	65	319
Social Studies	427	338	5	1060
ESOL	358	152	13	[illegible]
English	269	361	6	[illegible]
Physical Education	190	105	8	560
Vocational Education	135	36	200	283
Business/Distributive Education	99	30	58	232

*Determined by residency of teacher candidate.

Appendix B

Standards for Teacher Education Institutions

1. Executives at the institutions' highest levels provide sufficient support for teacher education to enable all programs to meet standards, and are accountable for the quality of the programs and the candidates recommended for certification.
2. Institutions recruit strong, diverse faculty and student bodies for teacher education, and inform students of employment opportunities in teaching and graduates' placement record.
3. Institutions use evaluative instruments to assess the knowledge, understanding, and skills of applicants for admission to teacher education programs. Based on results of their assessments, programs prescribe study and experiences for candidates to develop the required knowledge, understanding, and skills.
4. Faculty members collaborate with public schools to improve student learning and the preparation of teachers, and engage in faculty professional development that includes substantial professional experiences in public schools, including low-performing schools. For example, faculty may serve on school curriculum committees or assist in mentoring beginning teachers. (Such service ought to be valued by the college in relation to recognition, advancement and tenure.)
5. Institutions maintain comprehensive and sustained relationships with local schools for the preparation of teachers and the improvement of teaching and learning at both the institutional and school levels.
6. Programs provide students with carefully selected field experiences before student teaching, and supervised student teaching in different settings and grade levels, accompanied by reflective seminars. Student teaching includes experiences working with parents and families.
7. Programs prepare students to meet the certification requirements in Commissioner's Regulations and to achieve qualifying scores on the State certification examinations, which measure candidate knowledge and understanding of:
   a. the arts and sciences, and
   b. the content to be taught, content pedagogy, and the relevant New York State student learning standards.

   In addition, the assessments measure whether the candidate can demonstrate the following understandings:

- human developmental processes and variations, and how to apply that to foster students learning and understanding
- effect of factors in the home, school, and community, and how to use that understanding to create an environment in which all students can learn
- diverse student populations, and how to apply that understanding to address the needs of all learners and to foster a sense of community and respect for others
- the impact of students' culture, heritage and history on their growth and development
- the importance of home-school relationships and school-community interactions and how to foster those relationships and interactions to support student learning
- language acquisition and literacy development and how to use that understanding to foster student literacy
- learning processes and styles, and how to use that understanding to foster learning that contributes to preparing students for productive work, citizenship in a democracy, and individual growth
- the range of disabilities and their effect on learning, and how to engage students with disabilities fully in learning to their highest levels of achievement and independence
- significant factors in curriculum development and instructional planning, and how to apply that in designing effective instruction
- formal and informal assessments, and how to use them to learn about students, plan instruction, and make instructional adjustments
- principles and procedures for organizing and implementing lessons, and how to use that understanding to help students learn
- multiple approaches to instruction (based on study and experiences using cooperative learning, interdisciplinary instruction, independent study, lectures, and hands-on activities), and how to apply that understanding to enhance learning
- uses of technology in teaching and learning, and how to use technology and teach students to use technology to enhance learning
- principles and practices of motivation and communication, and how to apply them to promote student achievement, interest, and cooperation
- structuring and managing a classroom, and how to use that knowledge to create a safe and productive learning environment
- means of analyzing one's own teaching practice and how to use various resources and opportunities to enhance effectiveness
- the role of education in society and the rights and responsibilities of teachers, students, parents, community members, school administrators, and others, and how to use that understanding to interact effectively as a teacher

Appendix C

Timeline

July 1998	Regents adopt plan and adopt teacher standards
September 1998	Submit legislative and/or budget proposals to implement: ■ Teacher Incentive Program ■ College/University Incentive Program ■ Business/Industry Challenge Program ■ Professional Standards and Practices Board ■ Expansion of New York State Mentoring Program ■ Requirement that applicants for certification file fingerprints with Department
November 1998	Appointment of Professional Standards and Practices Board
September 1999	■ Enact regulations to implement new certificate titles and requirements for teacher education programs ■ New requirement for annual professional performance reviews ■ Temporary license phase down begins ■ No new teachers with temporary licenses hired in SURR schools ■ Teacher education program must meet 80 percent rule for pass rate of graduates on NYSTCE ■ School districts required to develop a plan to provide professional development ■ Begin review of preparation and certification requirements for school administrators and pupil personnel professionals

BEST COPY AVAILABLE

Timeline

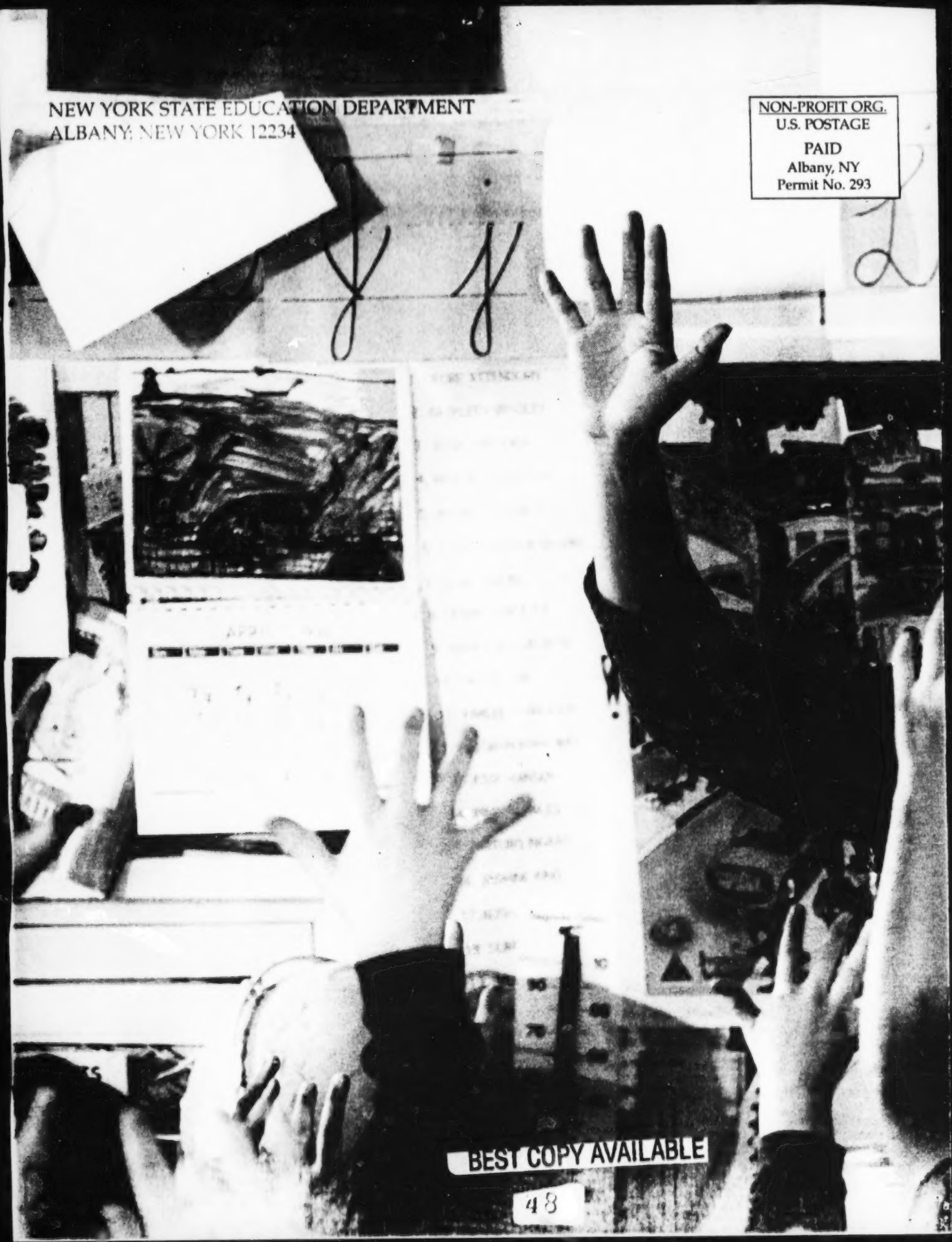
December 1999	Professional Standards and Practices Board reports on effectiveness of teaching plan
September 2000	■ Professional certificate replaces permanent certificate* ■ Teacher education institutions implement new programs to meet new certification requirements
February 2, 2003	■ New requirements for initial and professional certificates go into effect ■ New certificate titles go into effect
September 2003	■ State stops issuing temporary licenses ■ Mentoring requirement for professional certificate goes into effect
September 2004	Elimination of transcript evaluation except for reciprocity and certified teachers
December 2004	All teacher education programs are accredited
September 2005	First professional certificate with new requirements is issued
December 2005	Professional Standards and Practices Board provides summative evaluation of Teaching Plan to Regents

* Teachers with a Provisional Certificate issued prior to the enactment of new regulations will continue to be eligible for a Permanent Certificate.

8/00615
08:163 PM

NEW YORK STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12234

NON-PROFIT ORG.
U.S. POSTAGE
PAID
Albany, NY
Permit No. 293



BEST COPY AVAILABLE